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INFO OCT-00 EUR-12 NEA-06 10-14 ADS-00 SR-04 AID-07
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TO USMISSION GENEVA PRIORITY
AMEMBASSY ISLAMABAD PRIORITY
INFO AMEMBASSY KABUL PRIORITY
AMEMBASSY ROME PRIORITY

C O N F I D E N T I A L STATE 147973

ROME FOR FODAG

E.O. 12065: RDS, 5/30/86 (VICTOR WOLF, JR) RP

TAGS: SREF, UNHCR

SUBJECT: PROSPECTS FOR EXPANDED UNHCR SPECIAL APPEL
FOR AFGHAN REFUGEES

REF: A) USICA GENEVA 06606 B) AIDAC STATE 134244 C) ROME
11643 D) STATE 123423, E) ISLAMABAD 816, 6164 ALL NOTAL

1. (ENTIRE TEXT - CONFIDENTIAL).

2. MINIMIZE CONSIDERED.

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3. ALL THE INFORMATION AVAILABLE IN WASHINGTON MAKES IT

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REVIEWED BY [Signature] 2/14/86

FOR MR. [Signature]

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CLEAR THAT THE NUMBERS OF AFGHAN REFUGEES IN PAKISTAN ARE INCREASING APACE. UNHCR ALREADY ACKNOWLEDGES THAT ALMOST 737,000 REFUGEES WERE THERE ON MAY 2 (SEE REF. A) (NOTE: ON MAY 19, UNHCR WASHINGTON REPRESENTATIVE GARY PERKINS TOLD DEPT. OFFICER THAT THAT FIGURE ONLY COVERS REFUGEES REGISTERED WITH GOP/UNHCR. HE ADDED THAT REGISTRATIONS USUALLY RUN 10-15 PER CENT BEHIND ACTUAL NUMBERS IN PLACE.) THE ORL FOOD PROGRAM (UFP) REPORTS THAT ESTIMATES INDICATE THAT THE CASELOAD COULD REACH 1,000,000 THIS YEAR (SEE REF E.)

4. BECAUSE ALL SIGNS DO POINT TO ONE MILLION AS THE MINIMUM CASELOAD THIS YEAR, WE BELIEVE WE MUST PLAN ON THAT BASIS AS WE CONSIDER WHAT MUST NEXT BE DONE IN THIS PROGRAM. IT IS ALSO CLEAR THAT THE UNHCR'S ORIGINAL APPEAL, BASED AS IT WAS ON AN ASSUMED MAXIMUM CASELOAD OF 500,000 IN 1980, MUST BE EXPANDED TO DEAL WITH MORE REFUGEES. PERKINS HAS ALSO TOLD US THAT UNHCR WILL MONITOR AFGHAN REFUGEE REGISTRATION STATISTICS FROM ISLAMABAD CAREFULLY AND THEN PROBABLY ISSUE AN EXPANDED APPEAL IN LATE JUNE, 1980, BASED, WE ASSUME, ON REGISTRATION TOTALS ONLY.

5. WE WONDER IF EITHER THE TIMING OR THE METHODOLOGY OF THIS LIKELY UNHCR EXPANDED APPEAL IS ADEQUATE UNDER THE CIRCUMSTANCES. WE NOTE THE FOLLOWING: (A) THE TRANSPORTATION PIPELINE FROM FOOD SOURCE TO DISTRIBUTION IN PAKISTAN SPANS AN AVERAGE OF THREE MONTHS. TOO LENGTHY A DELAY IN ISSUING THE EXPANDED APPEAL COULD RESULT IN ERRATIC ENTRY OF RELIEF SUPPLIES INTO THE PIPELINE AND CONSEQUENT GAPS IN THE FLOW OUT INTO PAKISTAN. (B) THE UNHCR PRACTICE OF BASING CASELOAD ON REGISTRATIONS ONLY
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WHILE NOT TAKING EITHER FUTURE FLOWS OR UNTABULATED NUMBERS ACTUALLY IN PLACE INTO ROUGH ACCOUNT STRIKES US AS OVER-CAUTIOUS AND RISKY. IF HIGHER CASELOAD ASSUMPTIONS BASED ON THESE TWO ADMITTEDLY IMPRECISE FACTORS AS WELL AS ACTUAL REGISTRATIONS SHOULD NOT EVENTUATE, THE TRANSPORTATION PIPELINE WOULD BE LONG ENOUGH TO PERMIT DIVERSIONS OF RELIEF SUPPLIES TO OTHER CRITICAL AREAS SUCH AS KAMPUCHEA AND SOMALIA. IF FUTURE FLOWS AND UNTABULATED NUMBERS IN PLACES ARE NOT FACTORED INTO THE NEW EXPANDED APPEAL CASELOAD ASSUMPTIONS, WE WOULD EXPECT A COMPLEX SCRAMBLE IN LATE SUMMER TO AMEND THE EXPANDED

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APPEAL YET AGAIN ON THE BASIS OF HIGHER CASELOAD ASSUMPTIONS DERIVED FROM CALCULATIONS THAT STILL OMIT THESE SAME FACTORS. THIS WOULD THREATEN BOTH THE CONTINUITY OF RELIEF SUPPLIES FOR AFGHAN REFUGEES AND THE UNHCR'S REPUTATION WITH THE INTERNATIONAL COMMUNITY AS THE UN AGENCY KNOWLEDGEABLE AND RESPONSIBLE FOR COORDINATING WORLD-WIDE REFUGEE RELIEF EFFORTS.

6. WE RECOGNIZE THAT THE UNHCR MAY ASSESS THAT A SOMEWHAT LIMITED UPDATED CASELOAD BASED ON REGISTRATIONS ALONE MAY BE PRUDENT IN LIGHT OF THE DEMANDS THAT WILL BE MADE OF THE DONOR COMMUNITY FOR KAMPUCHEA IN MAY AND POSSIBLY FOR THE HORN OF AFRICA IN JULY. HOWEVER, WE BELIEVE A REALISTIC IF PAINFUL ASSESSMENT OF WHAT NUMBERS OF REFUGEES THE INTERNATIONAL COMMUNITY MAY REALLY HAVE TO MAINTAIN WOULD BE MORE USEFUL.

7. FYI. WE HAVE MADE SOME ROUGH CALCULATIONS ON THE FOOD RESOURCES/REFUGEE POPULATION TOTALS AND RATIOS, WHICH WE PASS ALONG FOR YOU TO CONSIDER, WITH THE CAVEAT THAT THE FIGURES ARE NOT NOW DEFINITIVE AND, IN SOME INSTANCES, ARE SPECULATIVE. WE WILL REQUIRE DETAILED RESPONSES TO OUR NATIONAL CONTRIBUTIONS VERIFICATION MESSAGE (SEE REF. D.) BEFORE WE CAN DEVELOP REALLY FIRM FIGURES.

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(A) WE ESTIMATE CY-1980 FOOD NEEDS TO BE 102,000 METRIC TONS (MT) FOR 500-700,000 REFUGEES AND 120,437.65 MT IF THE TOTALS REACH ONE MILLION, BASED ON THE FOLLOWING PROGRESSIVE MONTHLY TOTALS: APRIL (725,000), MAY (760,000), JUNE (800,000), JULY (850,000), AUGUST (906,000), SEPTEMBER (950,000) AND OCTOBER (1,000,000). THESE TONNAGE ESTIMATES DIFFER FROM THE TOTALS IN REF. (C). HOWEVER, WE BELIEVE IT IS PRUDENT TO PLAN ON THE BASIS OF OUR HIGHER FIGURES UNTIL OR UNLESS THEIR VALIDITIES ARE DISPROVEN. (B) THE BASIS FOR OUR ESTIMATES IS REF. (E), WHICH LED TO CALCULATIONS THAT 25,000 REFUGEES NEED 13,076 MT OF BASIC FOOD SUPPLY COMPONENTS (WHEAT, PULSES, VEGETABLE OIL, DRIED SKIM MILK, SUGAR AND TEA) DAILY AND 392.26 MT FOR A THIRTY DAY MONTH. (C) WE NOW ESTIMATE THE INTERNATIONAL COMMUNITY HAS MADE COMMITMENTS OF 76,619 MT OF BASIC FOOD SUPPLIES. THESE TONNAGES INCLUDE

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A USG COMMITMENT OF 45,972 MT. THIS USG TONNAGE INCLUDES THE 10,710 MT RECENTLY MADE AVAILABLE TO THE WFP (SEE REF. B.). (D) IF THESE FIGURES ARE ALL CORRECT, A SHORT-FALL RANGING BETWEEN 44,712 AND 52,912 MT OF BASIC FOOD SUPPLIES MUST STILL BE MET TO MEET THE BASIC NUTRITIONAL NEEDS OF 1,000,000 AFGHAN REFUGEES IN PAKISTAN IN CY-1980. (NOTE: THE DIFFERENCE OF 8206 MT COULD BE MET IF THE PENDING PL-460 TITLE 11 FY-1980 SUPPLEMENTAL APPROPRIATION BILL IS PASSED INTACT BY THE CONGRESS.) (E) WE HOPE THAT THE RESPONSES WE RECEIVE TO REF.(D) WILL CONFIRM WHAT THE ACTUAL INTERNATIONAL COMMITMENTS ARE AND, IN THE CASE OF CASH CONTRIBUTIONS, WHAT FUNDS ARE NOW AVAILABLE TO PURCHASE FOOD TONNAGES TO COVER PART OF THAT SHORT-FALL. (SEE ABOVE) END FYI.

8. ACTION REQUESTED: (A) FOR GENEVA: YOU SHOULD
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SEEK AN EARLY OPPORTUNITY TO DISCUSS THE TIMING AND METHODOLOGY OF ANY EXPANDED APPEAL FOR AFGHAN REFUGEES IN PAKISTAN WITH UNHCR AND URGE BOTH AN EARLY APPEAL AND THE USE OF METHODS TO FACTOR UN-REGISTERED CASELOAD AND LIKELY FUTURE FLOW INTO THE POPULATION LEVEL ON WHICH

THAT EXPANDED APPEAL WOULD BE BASED. YOU MAY DRAW ON THE REST OF THIS MESSAGE TO SUPPORT YOUR DEMARCHE. INCLUDING THE CONTENTS OF PAR. 7 ABOVE IF YOU BELIEVE THAT WOULD BE PERSUASIVE. SEE ALSO (B) BELOW. (B) FOR ISLAMABAD: PLEASE GIVE THE DEPARTMENT (INFO: GENEVA, KABUL AND ROME FOR FODAS) YOUR VIEWS ON HOW THE PRESENT AND FUTURE REFUGEE FLOWS COULD DEVELOP IN CY-1980, THE VALIDITY OF THE NUMBERS IN THIS MESSAGE, AND, IF YOU JUDGE THE PAKISTAN MISSION IN GENEVA COULD USEFULLY SUPPLEMENT OUR MISSION'S DEMARCHE TO UNHCR AS SET FORTH IN (A) ABOVE, (C) FOR KABUL AND ROME: WE WOULD APPRECIATE ANY COMMENTS ON HOW REFUGEE FLOWS AND BASIC FOOD SUPPLIES COULD DEVELOP THROUGH THE REST OF CY-1980. HUSKIE

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